

PJ-ABP-298

ISA 82,60

**USAID/GUINEA
PROGRAM PERFORMANCE MONITORING PLAN**

Draft Report

December 1991

PREPARED FOR: USAID/Guinea

SUBMITTED BY: Samuel Taddesse, MSI
Deborah Prindle, AFR/CCWA

MANAGEMENT SYSTEMS INTERNATIONAL

600 Water Street S.W., NBU 7-7
Washington, D.C. 20024



telephone: (202) 484-7170
telex: 4990821MANSY fax: (202) 488-0754

Table of Contents

ACRONYMS	ii
Chapter I. INTRODUCTION	1
A. Purpose and Scope of Work	1
B. Methodology	1
C. Role of Senior Mission Management	3
D. Organization of the Report	4
Chapter II. Goals, Strategic Objectives and Performance Indicators	5
Mission Goals and Sub-Goals	5
STRATEGIC OBJECTIVE No. 1	11
A. Introduction	11
B. Special Considerations	13
C. USAID Inputs	18
STRATEGIC OBJECTIVE No. 2	23
A. Introduction	23
B. Special Considerations	25
C. USAID Inputs	25
STRATEGIC OBJECTIVE No. 3	29
A. Introduction	29
B. Special Considerations	31
C. USAID Inputs	31
Chapter III. NEXT STEPS IN IMPLEMENTING M&E SYSTEM	35
A. Further Development of Performance Monitoring	35
B. Assignment of Responsibilities	36
Annex 1. Memo from the First PPA Team Visit in December 1990	
Annex 2. Memo from Ms. Deborah Prindle - Geographic Parameters for the Design of a Monitoring and Evaluation System.	
Annex 3. Policy Reform Matrix	
Annex 4. A Framework for Assessing Private Sector Institutional Development	

ACRONYMS

ABS	-	Annual Budget Submission
ADS	-	African Development Support Program
AEPRP	-	Africa Economic Policy Reform Program
AID/W	-	Agency for International Development/Washington
AMI	-	Agricultural Marketing Investment
API	-	Assessment of Program Impact
ATAP	-	Agricultural Transport Assistance Program
BCRG	-	Central Bank of the Republic of Guinea
CID	-	Council for International Development
CP	-	Congressional Presentation
CPR	-	Contraceptives Prevalence Rate
CPSP	-	Country Program Strategic Plan
CRD	-	Rural Development Communities
CYP	-	Couple of Years of Protection
DFA	-	Development Fund for Africa
DHS	-	Demographic and Health Survey
FP	-	Family Planning
FPPS	-	Family Planning Services Support
FSN	-	Foreign Services National
GDP	-	Gross Domestic Product
GOG	-	The Government of Guinea
HRDA	-	Human Resources Development Assistance
IBRD	-	International Bank for Reconstruction and Development
IDA	-	International Development Assistance
IEC	-	Information, Education and Communication
IMF	-	International Monetary Fund
IMR	-	Infant Mortality Rate
LOP	-	Life of Project
MAPS	-	Manual for Action in the Private Sector
MASE	-	Ministry of Social Affairs and Employment
MCH	-	Maternal and Child Health
MEF	-	Ministry of Finance and Economy
MEN	-	Ministry of National Education
MICA	-	Ministry of Industry, Commerce & Handicraft
MID	-	Ministry of Interior and Decentralization
MPIC	-	Ministry of Plan & Int'l Cooperation
MSPP	-	Ministry of Public Health and Population
MTTP	-	Ministry of Transport and Public Works
TDB	-	To be determined
UNFPA	-	United Nations Fund for Population Activities
WHO	-	United Nations World Health Organization
WID	-	Women In Development

Chapter I. INTRODUCTION

A. Purpose and Scope of Work

The purpose of this report is to help USAID/Guinea establish a Program Performance Assessment Plan for its key programmatic interventions. When the system is up and running, USAID/Guinea should be able to, on a regular basis, judge the impact of its various programs and progress towards the achievement of the Mission's higher-level goal. The information generated can be used for the Mission's own management purposes and for reporting to A.I.D./Washington and Congress.

B. Methodology

Ms. Deborah Prindle of USAID/W, AFR/CCWA visited Guinea from November 25 through December 5, 1991, and Dr. Samuel Tadesse of Management Systems International (MSI) visited Guinea between December 2 and December 13 and worked closely throughout the entire process with Mr. Stephen Haykin of the Program and Project Development Office and Mission Technical Offices who were generous with their time and of great assistance throughout the assignment on technical and administrative matters, and who participated fully in developing this Program Performance Assessment Plan (PPAP).

The team took as points of departure the Mission goals and strategic objectives established at the first phase of the Program Performance Assessment Plan exercise performed in December 1990 (see Annex 1), the Mission's current pattern of funding allocations, basic program documents, historical records, current and planned portfolio, recent evaluation experience and the latest Country Program Strategic Plan (CPSP) which was reviewed in Washington between October 8 and October 11, 1991. The strategic objectives reflected in the CPSP were scrutinized from three perspectives: their congruence with overall Agency and Bureau objectives; their consistency with the values and judgements of the Mission staff; and their feasibility given projected resource levels.

Ms. Prindle focussed on suggesting concentration of Mission strategy and resources and impact monitoring to prefectures where Mission interventions are currently concentrated (see Annex 2). Dr. Tadesse's work focussed on developing and refining performance indicators for the Mission's program goal, sub-goals, strategic objectives, and targets. The performance indicators for the Mission goal, sub-goals, strategic objectives, and targets as articulated in the Mission's CPSP were reviewed and refined with three objectives in mind -- appropriateness and measurability; availability of data; and cost of developing data. Many of the indicators suggested in the CPSP were either dropped or modified and new indicators incorporate to better capture the impacts of the Mission's interventions.

Although progress was made in identifying Country Trend and Country Program Performance Indicators to measure progress on the Program Goal, Program Sub-Goal, Strategic Objectives, and Program Targets, further work on these indicators and their associated data sources is still

required. The Mission is in the process of designing new private sector interventions. This may necessitate identification of additional indicators. The present report should, therefore, be considered an iteration in the Mission's process of defining program strategies and in preparing its 1991 Assessment of Program Impact (API) Statement.

Throughout the report the following Development Fund for Africa (DFA) conventions and definitions are used.

Program: A program is the sum of the project, non-project, Title III food aid and policy dialogue actions undertaken by an A.I.D. field mission in pursuit of a given strategic objective.

Strategic Objectives: The highest level objectives in USAID/Guinea's Program Logical Framework which the Mission accepts as within its manageable interest. These objectives should be stated in terms of results which are as close as possible to positive changes in the lives of people -i.e. people level impact. The results at this level should be attainable in five to seven years.

Performance Indicators: Criteria for measuring progress in the attainment of Strategic Objectives.

Program Performance Assessment Plan: An institutionalized system for collecting and reporting program performance data on a periodic (usually annual) basis.

Program Activities: The inputs (projects, non-project activities, etc.) provided to achieve program targets and sub-targets that in turn contribute to achieving the Strategic Objective.

Program Targets: The major accomplishments an A.I.D. field mission is willing to assume direct responsibility for in its efforts to achieve Strategic Objectives. The results at this level should be obtainable in three to five years.

Program Sub-Targets: Accomplishments that contribute to achieving a Program Target. The results at this level should be obtainable in one to three years.

Program Target Indicators: Measures which quantitatively or qualitatively demonstrate progress (or lack of same) in achieving Mission country program objectives. They should be clearly associated with points in time so as to enable judgements of that program's performance in achieving its objectives.

Program Goal: The highest level objective in the USAID Program Logical Framework. It should be stated in terms of results which are as close as possible to positive changes in the lives of people. The results to be produced at this level may be very long term - i.e. ten to twenty or more years into the future.

Sub-Goal: An intervening level objective between the strategic objective and the goal in the USAID's Program Logical Framework. By definition, it is above the level of Mission manageable interest. Results at this level should be obtainable in less time than at the goal level.

Target of Opportunity: An objective or activity incidental to the A.I.D. field mission's basic program strategy but nevertheless included in its portfolio for historical, political, humanitarian, or public relations reasons.

Cross-Cutting Issue: An issue of programmatic or policy concern that permeates an A.I.D. field mission's portfolio and warrants unified planning and monitoring but which does not constitute a separate Strategic Objective.

Manageable Interest: Those elements of a USAID Program Logical Framework for which management accepts responsibility for achievement, monitoring, evaluation, and reporting. USAID will probably not control all the necessary and sufficient elements which produce the results for which it is taking responsibility. For those elements which it does not control, USAID must monitor whether progress is being made so it can know if its objectives can and will be achieved.

C. Role of Senior Mission Management

Based on prior strategic planning exercises, it has been MSI's experience that these assignments to develop program performance monitoring systems are most meaningful and productive when there is active participation from senior Mission management. Strategic objectives represent the manageable interest of Office Directors and therefore reaching consensus on strategic objectives often requires extensive dialogue and negotiation between technical management and staff, and between Office Directors and senior management. The strategic objective should represent a management contract between the Mission Director and the objective's manager (most often an office director).

In order that the exercise have a high degree of utility, responsible office directors should be willing to have their performance assessments based on the achievement of strategic objectives. (After all results have been defined to be within their manageable interest.) When this process is earnestly undertaken, then a significant amount of analytical work is required to identify manageable interest and reduce assumptions (externalities). It is hoped that identifying and accepting the implications of critical assumptions will assist in the process of designing effective development interventions. To the extent that externalities can be minimized, then USAID's "manageable interest" will increase and the probability of successful performance will also increase.

Just as the strategic objective represents a management contract between the Mission Director and an Office Director, the sum of the strategic objectives (a Mission program) represents the management contract between AID/Washington and USAID field Mission.

USAID/Guinea senior management and technical office directors spent a great deal of time with the Team in defining and refining Strategic Objectives, Program Targets and Performance indicators. The cooperation the Team received from the Mission staff is also a testimony to the fact that the staff has accepted responsibility for the Mission's strategic objectives.

D. Organization of the Report

The following chapter begins with a presentation of the USAID's program and sets forth the rationale for the Strategic Objectives that support achievement of the USAID Program Goal.

- For each Strategic Objective, Chapter II then notes its relation to the Program Goal, identifies performance indicators, program targets and other program outputs.
- Chapter III presents next steps for the further development and implementation of Performance Monitoring.
- The report contains four annexes:
 1. A memo from David Hess, Team Leader of the first PPA Team;
 2. A memo from Debbie Prindle, Impact Indicators for CPSP Strategic Objectives - Geographic Parameters for the Design of a Monitoring System;
 3. Policy Reforms Matrix - A matrix for monitoring and reporting implementation of policy changes and reforms; and
 4. A matrix for assessing effective institutional strengthening interventions.

Chapter II. Goals, Strategic Objectives and Performance Indicators

Mission Goals and Sub-Goals

The Mission's overall program goal is stated as follows:

MISSION PROGRAM GOAL: Improved economic and social well-being of all Guineans in a participatory society.

This goal emphasizes the fact that the Government of Guinea (GOG) has chosen to focus on improving the social welfare of its citizens and since independence the GOG has invested heavily in social sectors. USAID seeks a balanced goal of progress in both economic and social sectors. The Mission's overall program objective tree in the following page summarizes the Mission's program strategies. The Mission's program goal and sub-goals and their associated performance indicators, baseline data, data sources and performance projections are presented in Table 1. Achievement of the goal can be measured in terms of:

- Growth in per capita Gross Domestic Product (GDP)
- Decrease in child mortality rate

Data for these performance indicators are generally available from World Bank publications, IBRD policy papers and WHO publications. Growth in per capita GDP is used as a proxy for economic well-being. However, a better indicator of economic well-being is increase in per capita disposable income by income groups. This, however, will require gathering data on income by income distribution. If the Cornell University survey can be expanded to a nationwide household income survey then the data can be compiled with some reliability.

The Mission has identified two Sub-Goals to directly support this program goal:

SUB-GOAL No. 1: Increased household income from non-mining activities.

Achievement of this sub-goal can be measured in terms of:

- Increase in per capita non-mining-GDP
- Increase in public and private sector agricultural investment
- Increase in expenditure by rural households

Data for these performance indicators are available from the Central Bank of the Republic of Guinea (BCRG), the World Bank/IBRD and USAID supported rural household surveys.

The welfare of Guineans will improve only if their disposable income increases so that they can afford food, medical care and education for their family. The performance indicators for Sub-Goal No. 1 suggest that income of the majority of the population will grow only if the non-mining sector of the economy is expanded through greater private sector participation.

SUB-GOAL No. 2: Increased participation of all Guineans in defining and managing social and economic development.

Achievement of progress towards achieving this sub-goal can be measured in terms of:

- Increase in the number of people completing 6 years of primary education by gender
- Increase in the number of public sector employees passing Functional Knowledge Tests
- Increase in the number of independently owned newspapers
- Increase in public investment resources managed at the CRD level.

The indicators imply that in order for Guineans to meaningfully participate in the social and economic development of their country, they and their public officials have to be literate enough to capitalize on opportunities and choices afforded them in a market-based economy. There has to be a free press as well to allow people to express their views without fear of repression by the government.

The USAID management is constantly engaged in policy dialogue and donor coordination in support of the GOG's structural adjustment and policy reform programs in addition to the policy dialogue directly related to each strategic objective. These policy dialogues and donor coordination activities have a wider implication and success in these areas benefit all sectors regardless of whether or not the Mission is active in those sectors. In this sense it can be argued that the Mission's activities in policy dialogue and donor coordination, in addition to programs undertaken to support strategic objectives, strongly contribute to the achievement of the Mission's goal and sub-goals. Specific accomplishments in these areas should therefore be monitored and reported. A format for reporting is provided as Annex 3.

Although the Mission goal and sub-goals are outside of the Mission's manageable interest, the Mission should make a special effort in developing meaningful national level data in light of the fact that data is scarce in Guinea. Data should be developed with consistent set of assumptions and parameters and updated regularly on the same basis. To that extent collaboration in the data collection effort with other donors and the GOG may be critical. For example, the World Bank has contracted a private sector consultant to develop a monitoring and evaluation (M&E) information system for its Export Promotion project. A critical part of the M&E system will be capturing exports by key commodities. The Ministry of Commerce, Industry and Handicraft (MCIH) is gearing up to monitor cross-border trade by exempting traders from border taxes. Only traders that properly declare what and how much they are trading across the border are exempt from these border taxes.

Some of the key data elements to be monitored and evaluated at goal and sub-goal level are summarized in Figure 1.. There are several sources of data that the Mission can tap -- the United Nations Fund for Population Activities (UNFPA) Demographic and Health Status (DHS) survey; Cornell University, Food and Nutrition Policy Program, Survey of Household Welfare; the Manual for Action in the Private Sector (MAPS) survey; Council for International Development

(CID) survey of small-scale enterprises; World Bank/IBRD reports; IMF policy papers; and other donors.

Figure 1. Goal & Sub-Goals - Data Elements

Population

Real Gross Domestic Product (GDP):

- Total GDP
- Non-mining GDP

Per Capita real total GDP

Per Capita real non-mining GDP

Child Mortality Rate

Real non-mining investment:

- Public
- Private

Real Agricultural Investment:

- Public
- Private

Average rural household expenditure

Number of people completing 6 years of primary education:

- Female
- Male

Number of independently owned newspapers

Number of state enterprise monopolies remaining

USAID/GUINEA
MISSION PROGRAM OBJECTIVE TREE

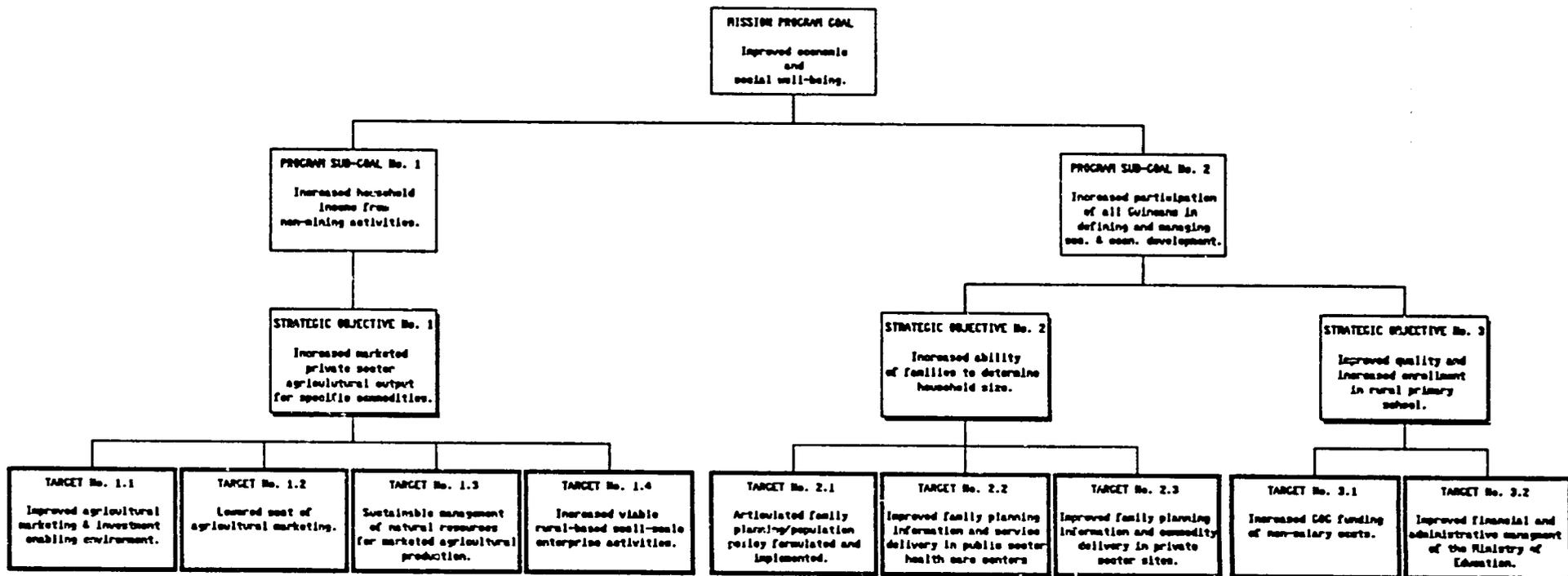


Table 1.
USAID/Guinea
Country Program Strategy
Mission Goal and Sub-Goals

GOALS/OBJECTIVES/TARGETS	INDICATORS/SOURCES	BASELINE	ACTUAL 1990	ACT/PLN 1991	PLANNED					CRITICAL ASSUMPTIONS
					1992	1993	1994	1995	1996	
<p>MISSION PROGRAM GOAL:</p> <p>Improved economic and social well-being of all Guineans in a participatory society.</p>	<p>INDICATORS:</p> <p>1. Increase in real per capita GDP (1989 GDP \$2,750 million)</p> <p>2. Decrease in child mortality rate (per 1,000)</p> <p style="padding-left: 20px;">- Female</p> <p style="padding-left: 20px;">- Male</p> <p>DATA SOURCES:</p> <p>^{1,2} World Bank, 1991 World Development Report</p> <p>³ DHS survey scheduled for 1992 and the out years</p>	<p>1989 = \$430</p> <p>1989 =</p> <p>224</p> <p>249</p>	1.9%	1.9%/1.6%	2.9%	1.7%	1.8%	1.4%	1.5%	
<p>MISSION PROG. SUB-GOAL No. 1</p> <p>Increased household income from non-mining activities.</p>	<p>INDICATORS:</p> <p>1. Increase in real per capita non-mining-GDP</p> <p>2. Increase in non-mining (agricultural) investment:</p> <p style="padding-left: 20px;">- Public</p> <p style="padding-left: 20px;">- Private</p> <p>3. Increase in expenditure by rural households</p> <p>DATA SOURCES:</p> <p>¹ World Bank, 1991 World Development Report and World Bank estimates of growth rates</p> <p>^{2,3} Economic Policy Reform Support Program</p>	1989 = \$288			2.5%	2.5%	2.5%	2.5%		

9

STRATEGIC OBJECTIVE No. 1: Increased marketed private sector agricultural output for specific commodities.

A. Introduction

More than 80 percent of Guinea's population live in rural areas and are dependent directly or indirectly on agriculture. However, the agricultural sector accounts only for 30 percent of GDP, while it provides employment for 90 percent of the rural population. USAID/Guinea has determined that the most practical and effective mechanism to improve the economic and social well-being of Guineans is, therefore, the stimulation of markets and the increasing of marketed agricultural output¹ by supporting and promoting efficient marketing investment environment.

Guinea's wide range of natural conditions, abundant rainfall and proximity to regional and European markets offers the potential for a diversified production and increased agricultural productivity and employment. While mining will continue to be critical to the economy, it is the non-mining sector and particularly the agricultural sector that offers the greatest growth potential.

USAID/Guinea has also determined that the key to Guinea's economic growth is the liberalization of trade. Liberalized and efficient markets will raise real household income and expenditures and provide access to food and other essentials thus improving the economic and social well-being of Guineans. Increased trade will result in increased farmer productivity and expanded farm income and employment opportunities for the rural poor.

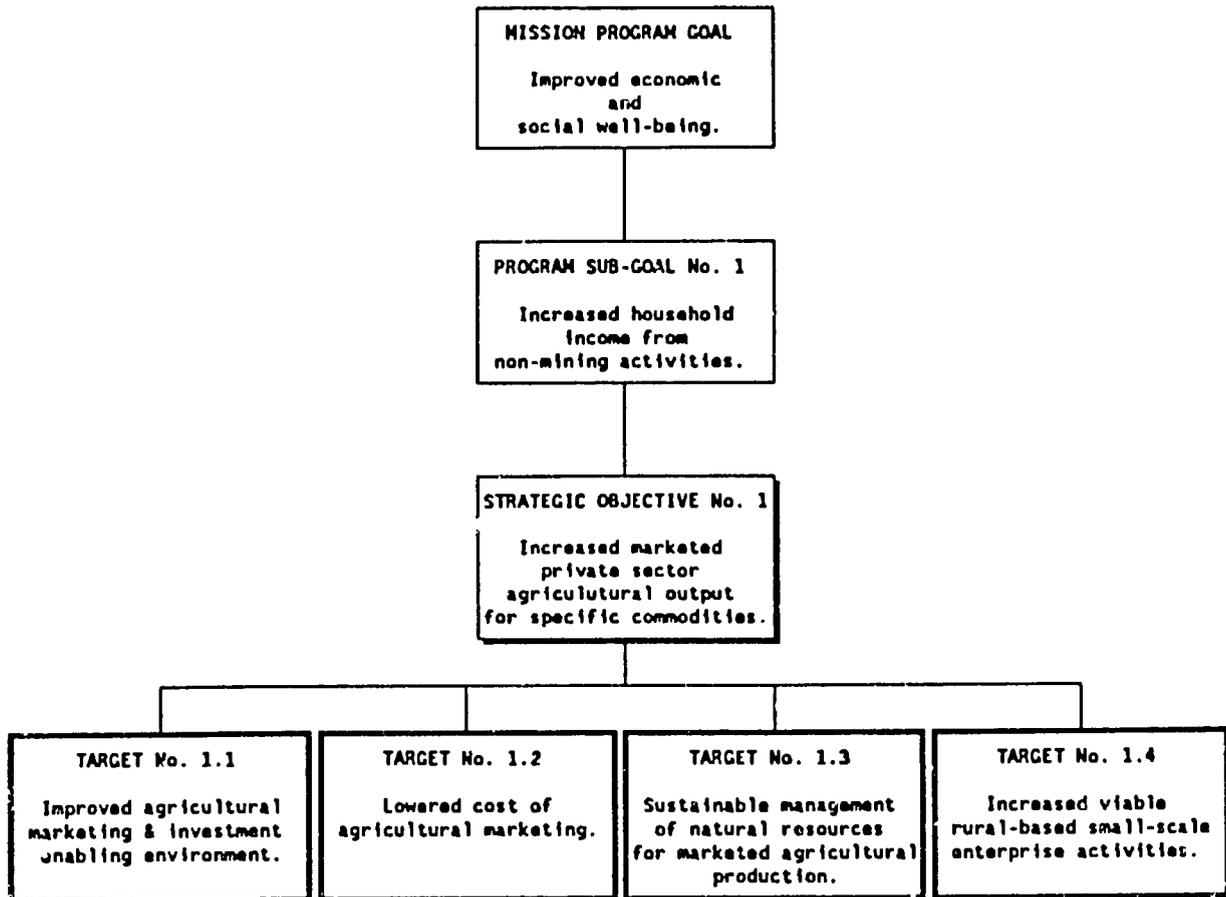
Accordingly, USAID/Guinea has made the promotion of increased marketed agricultural output a critical part of its Mission program.

Strategic Objective No. 1 feeds directly into the higher-level Sub-Goal No. 1, to increase household income from non-mining activities. Furthermore, the sub-goal contributes directly to the overall program goal, which is to improve the economic and social well-being of all Guineans in a participatory society. The pertinent objective tree is presented graphically in the following page.

The four agricultural marketing program targets flow directly into the strategic objective. USAID/Guinea plans to increase private sector marketed agricultural output by supporting the establishment of improved marketing and investment enabling environment (Target No. 1.1) through several direct and indirect interventions including policy dialogue and wider dissemination of information. The Mission along with other donor interventions is expected to increase the role of the free press. The Mission through the planned private sector foundation will widely disseminate up-to-date information on commodity prices, market opportunities and government policies and procedures.

¹ Marketed Agricultural Output = Regional Exports (West Africa) + International Exports + Domestic Market Sales

USAID/GUINEA
MISSION PROGRAM OBJECTIVE TREE



The Mission with its rural roads project augmented by other donor interventions hopes to reduce marketing costs (Target No. 1.2) through improved rural roads infrastructure support; and by supporting activities that will result in the reduction of formal and informal transaction costs including policy dialogue; training of public and private sector leaders; and a wide publicization of government regulations and procedures and appeals processes. The Mission also expects to improve agricultural production and productivity by transferring technology to manage natural resource more productively in selected watershed areas (Target No. 1.3); and by strengthening the viability of small-scale enterprises and small to medium size enterprises (Target No. 1.4).

The information, evaluation and reporting systems of the agricultural marketing program were reviewed in terms of reporting needs at different program levels. Performance indicators for this objective and the associated targets are presented in Table 2. Table 2 also identifies sources of data, baseline data and projected performance targets with key assumptions.

B. Special Considerations

An important note of concern is the agricultural marketing program information system. While there are several instruments available at the disposal of the Mission, the data from the various surveys have to be carefully collated to obtain meaningful national level information. Considerable attention must be given to establishing up-to-date baseline data and a mechanism should be setup to collect the data in a consistent manner over the life of the CPSP. Likewise, performance projections over the DFA program horizon have to be carefully established for each indicator. The key data elements that need to be monitored for this strategic objective are listed in Figure 2.

The Team also suggests narrowing down the range of commodities to be monitored to those commodities that have the greatest growth potential both in terms of value and volume. Similarly the key market towns monitored to capture regional as well as domestic trade should be carefully selected in order to capture significant trade movements while avoiding double counting. The selected commodities and market towns can then be incorporated into the various data collection instruments.

During the October program week it was pointed out that despite the GOG's recent far-reaching reforms, including a massive currency devaluation, banking reforms, trade liberalization, establishment of a foreign exchange auction, the elimination of price controls, privatization of state-enterprises and civil service reforms the response from the private sector was minimal. This partly due to the fact that a major part of these reforms remain to be implemented. The delay in implementing the policy reforms may prove to be a critical limitation to the achievement of Strategic Objective No. 1. To that extent we suggest that the Mission compile the list of policy reforms that are critical to its program performance and verify if these policies and regulatory changes have been implemented and if not find out why they have not been implement. We also recommend that the Mission take steps to assist the GOG to implement the critical policy reforms. In this regard the Mission can buy-in into AID/W Implementation of Policy Changes (IPC) Program to get assistance in the policy implementation arena.

Figure 2. Strategic Objective No. 1 - Data Elements

Data Elements	Sources						
	GOG	WB	DHS	MAPS	NRM	CID	AMI
Tonnage of Marketed Production:							
. Mangoes				X			X
. Pineapples				X			X
. Oranges				X			X
. Cola Nuts				X			X
. Coffee				X			X
. Palm Oil				X			X
. Honey				X			X
Value of Exports:							
Regional Markets:							
. Mangoes	X						X
. Pineapples	X						X
. Oranges	X						X
. Cola Nuts	X						X
. Coffee	X						X
. Palm Oil	X						X
. Honey	X						X
Western Europe:							
. Mangoes	X	X					
. Pineapples	X	X					
. Oranges	X	X					
. Cola Nuts	X	X					
. Coffee	X	X					
. Palm Oil	X	X					
. Honey	X	X					
Eastern Europe:							
. Mangoes	X	X					
. Pineapples	X	X					
. Oranges	X	X					
. Cola Nuts	X	X					
. Coffee	X	X					
. Palm Oil	X	X					
. Honey	X	X					
Informal Taxes:							
. # of Collection Points							X
. Average Value							X

Data Elements	Sources						
	GOG	WB	DHS	MAPS	NRM	CID	AMI
Number of Exporters:							
. < 5 Employees							
Female	x					x	x
Male	x					x	x
. > 5 Employees							
Female	x					x	x
Male	x					x	x
Agricultural Credit:							
. Private Sector	x	x					
. Public Sector	x	x					
Market Leads Consummated:							
. Number of Leads							x
. Total Value of Leads							x
Investment Leads Consummated:							
. Number of Leads							x
. Total Value of Leads							x
Number of Firms Accessing Info.							x
Number of Private/Public Dialogues Conducted							x
Business Licensing & Operating Costs:							
. Time							x
. Cost (formal + informal)							x

Data Elements	Sources						
	GOG	WB	DHS	MAPS	NRM	CID	AMI
Transportation Cost Between Key Markets (Cost/Ton/Km): <ul style="list-style-type: none"> . Madina - Delaba . Sinko - N'zerekore . Timbi Madina - Pita . Mamou - Conakry . Kankan - Conakry 							<ul style="list-style-type: none"> X X X X X
Travel Time Between Key Markets: <ul style="list-style-type: none"> . Madina - Delaba . Sinko - N'zerekore . Timbi Madina - Pita . Mamou - Conakry . Kankan - Conakry 							<ul style="list-style-type: none"> X X X X X
Volume of Tonnage Transported Between Key Markets: <ul style="list-style-type: none"> . Madina - Delaba . Sinko - N'zerekore . Timbi Madina - Pita . Mamou - Conakry . Kankan - Conakry 							<ul style="list-style-type: none"> X X X X X
NRM Technologies Adoption Rates: <ul style="list-style-type: none"> . Lelouma . Tougue . Kindia 					<ul style="list-style-type: none"> X X X 		
Production per Hectare: <ul style="list-style-type: none"> . Lelouma . Tougue . Kindia 					<ul style="list-style-type: none"> X X X 		
Number of Households with Secure Land Tenure: <ul style="list-style-type: none"> . Lelouma . Tougue . Kindia 					<ul style="list-style-type: none"> X X X 		

Data Elements	Sources						
	GOG	WB	DHS	MAPS	NRM	CID	AMI
Total Volume of Credit to SSEs:							
. Commercial Credit						X	
. Other						X	
SSE Loan Repayment Experience:							
. Late Payment Rates:							
Female						X	
Male						X	
. Default Rates:							
Female						X	
Male						X	
SSE Gross Sales by Sector:							
. Ag Sector						X	
. All Other						X	
SSE Employment (Total):							
Female						X	
Male						X	
SSE Wages:							
Female						X	
Male						X	

C. USAID Inputs

USAID/Guinea has several projects underway to support the achievement of Strategic objective No. 1. Some of these projects are listed below. The Mission 's planned activities include the Agricultural Marketing Investment Project.

1. Agricultural Infrastructure Development Project (675-0213) - \$ 23.9 million: FY89 -92
2. Rural Enterprise Development Project (675-0215) - \$ 6.0 million: FY91 - 96
3. Rural Roads Project (675-0216) - \$ 33.0 million: FY91 - 96
4. Africa Economic Policy Reform Program (675-0217) - \$ 10.0 million: FY86 - 1994
5. Economic Policy Reform Project (675-0218) - \$ 8.5 million: FY86 - 94
6. Natural Resources Management Project (675-0219) - \$ 12.0 million: FY91 -94
7. Agricultural Marketing Investment Project (675-0221) - \$ 15.0 million: FY 92 - 94
8. Frecariah Farm-to-Market Roads Project (675-0224) - \$ 3.6 million: FY90 - 92
9. Human Resources Development Assistance (698-0463) - \$ 8.5 million :FY89 - 95

Table 2.
USAID/Guinea
Country Program Strategy
Strategic Objective No. 1

GOALS/OBJECTIVES/TARGETS	INDICATORS/SOURCES	BASELINE	ACTUAL 1990	ACTUAL 1991	PLANNED					CRITICAL ASSUMPTIONS
					1992	1993	1994	1995	1996	
<p>STRATEGIC OBJECTIVE No. 1</p> <p>Increased marketed private sector agricultural outputs for specific commodities.</p>	<p>INDICATORS:</p> <p>1. Increase in tonnage of marketed production of selected commodities:</p> <ul style="list-style-type: none"> - Mangoes - Pineapples - Oranges - Cola nuts - Coffee - Red Palm Oil - Green Beans - Red Pepper - Honey <p>2. Increase in the real value of exports by commodity and market:</p> <ul style="list-style-type: none"> - Regional - West Africa - Western Europe - Eastern Europe - Total <p>DATA SOURCES:</p> <p>^{1,2} Ministry of Industry, Commerce & Handicraft (MICA), Port Statistics and Survey Data on key domestic markets</p>									<p>GOG policy and regulatory reforms made to date will be implemented immediately.</p>

STRATEGIC OBJECTIVE No. 2 Increased ability of families to determine household size.

A. Introduction

There are no accurate and reliable population statistic for Guinea. Population estimates range between 5 and 7 million. According to World Bank estimates for 1989 Guinea's population was about 5.6 million. Guinea's population growth rate is estimated at 2.8% per year. Per capita GDP is estimated at \$430 and at \$288 excluding the mining sector. Given the population growth rate of 2.8% and given that the mining sector is not expected to grow by much, the non-mining sector of the economy has to grow at least at a rate of 4% per annum to bring about a 1% increase in per capita non-mining GDP. In other word, the non-mining sector of the economy has to grow at the rate of 10% per annum to bring about the planned per capita non-mining GDP growth rate of 2.5%. This degree of economic expansion cannot be sustained indefinitely.

Unchecked population pressure will severely strain the GOG's ability to meet the social welfare needs of Guineans. Approximately 46% of the total population is under 15 years of age. Assuming both fertility and the proportion of students enrolled in primary and secondary schools remain the same, the GOG can expect to treble in real terms its recurrent expenditures on education by the year 2015.

USAID/Guinea recognizes the dire need for a comprehensive program of family planning. To this end, USAID/Guinea joins with the GOG in supporting birth-spacing activities and reduction of the population growth rate by increasing access to contraceptive options. The scarcity of family planning options available to the average Guinean family is reflected in the low contraceptive prevalence rate of less than 2 percent. USAID/Guinea together with the GOG is addressing this problem by improving access and availability of contraceptive options and information.

USAID/Guinea chose to contribute to the overall goal of improving the participation of all Guinean in the social and economic development of Guinea by giving them options to control their family size.

Strategic objective No. 2 directly addresses the macro level sub-goals through changes in the contraceptive prevalence rate. USAID/Guinea will achieve this objective by providing access to contraceptive commodities and services and by providing contraceptive information to the sexually active population.

The monitoring, evaluation and reporting system of the family planning program was reviewed and refined according to the reporting requirements at each level of program activity. The objective tree which follows illustrates the hierarchical relationship of the program. Table 3 contains the indicators, data sources, baseline data and projections of achievement by which USAID/Guinea will measure its performance and impact upon the lives of Guineans. The key data elements to be monitored are summarized in Figure 3.

Figure 3. Strategic Objective No. 2 - Data Elements

Contraceptives Commodity Sales:

- . Private Sector
 - Condoms
 - Oral Contraceptives
- . Public Sector
 - Condoms
 - Oral Contraceptives
 - IUDs
 - Spermicides

Couple Year Protection (CYP):

- . Private Sector
- . Public Sector

Contraceptives Prevalence Rate:

- . National
- . Project Areas

Number of sexually active persons with specific knowledge of Contraceptive Methods and Uses:

- . Female
- . Male

Population Legislation Passed & Implemented:

- . Women Fertility Rights
- . Permitted Products and Services

Number of Family Planning Commodity & Information Delivery Sites:

- . Public Health Care Centers
- . Private Sector Sites
 - Traditional Outlets
 - Non-Traditional Outlets
 - Community-Based Outlets

B. Special Considerations

The key to the successful monitoring of performance and impact will be the UNFPA Demographic and Health Survey (DHS) now in progress. While many of the indicators will be collected directly from project outputs, most of the macro indicators will come from the DHS. Preliminary findings are expected by early 1992. As a result, USAID/Guinea must wait until then to establish a baseline contraceptive prevalence rate (CPR) and couple year protection (CYP) data.

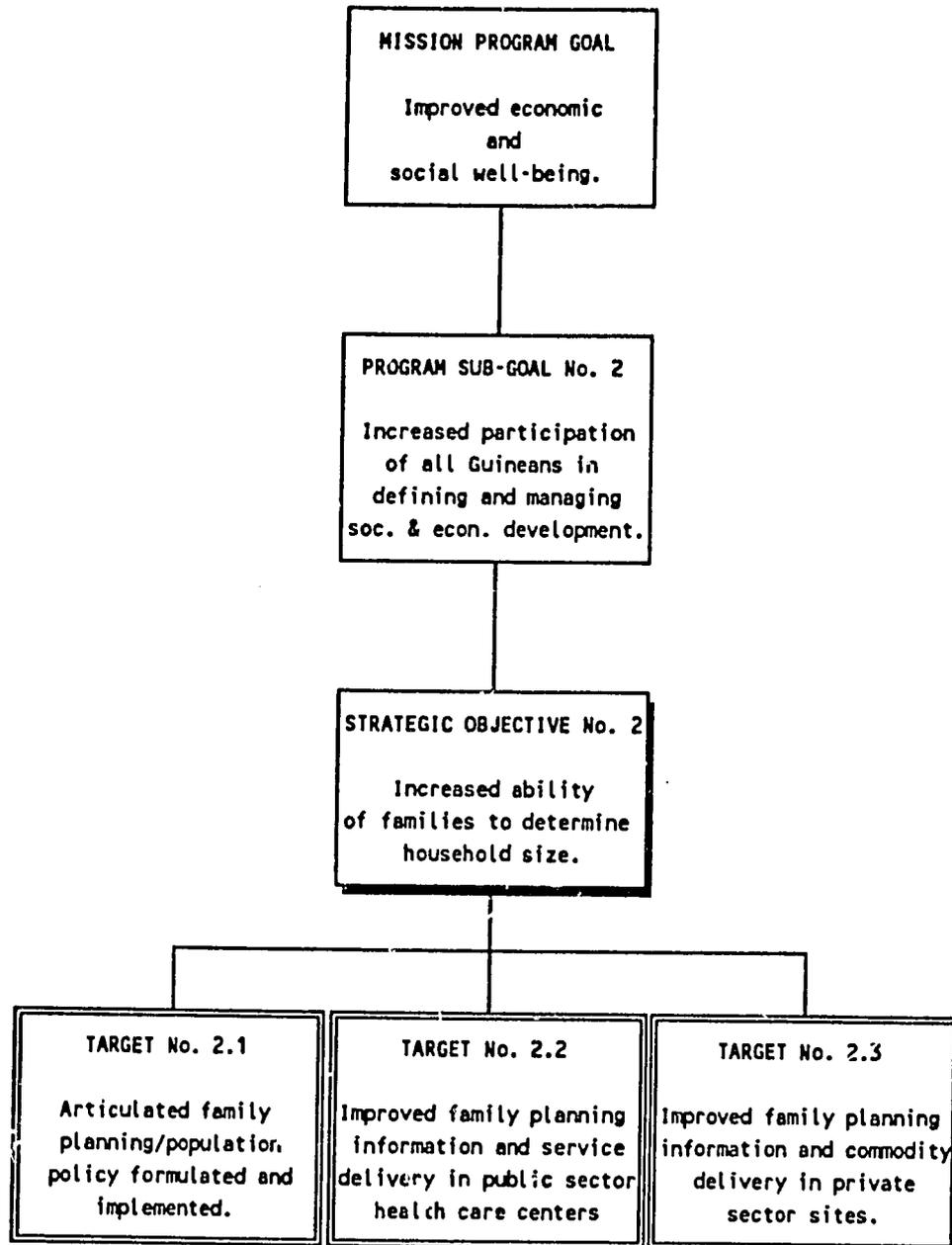
Another factor contributing to the long-term success of monitoring impact is the reliance upon information supplied by the Ministry of Public Health and Population (MSPP) and the GOGs implementation of a population legislation guaranteeing women choice over their fertility and permitting sale of different contraceptive options through public health centers and private sector outlets. USAID/Guinea can expect the quality of MSPP indicators to improve as information management reforms within the Ministry take effect.

C. USAID Inputs

USAID/Guinea plans to support the achievement of Strategic Objective No.2 through the following activity. The project is co-financed and implemented through an International Private Voluntary Organization - Council for International Development (CID).

1. Social Marketing of Contraceptives Project (675-0227) -\$ 7.0 million: FY91 - 94

USAID/GUINEA
MISSION PROGRAM OBJECTIVE TREE



GOALS/OBJECTIVES/TARGETS	INDICATORS/SOURCES	BASELINE	ACTUAL 1990	ACTUAL 1991	PLANNED					CRITICAL ASSUMPTIONS
					1992	1993	1994	1995	1996	
TARGET No. 2.1 Family planning/population policy formulated and implemented.	INDICATORS: 1. National Population Policy articulated and implemented by the Ministry of Plan 2. Legislation passed giving increased rights to women over their fertility 3. Legislation passed permitting promotion of family planning products and services through the public and private sector DATA SOURCES: 1,2,3 PSI Records, MSPP	n.a. n.a. n.a.			Yes					
TARGET No. 2.2 Improved family planning information and commodity delivery in public sector primary health care centers.	INDICATORS: 1. Increase in the number of family planning information and commodity delivery centers/sites (total) DATA SOURCES: 1 MSPP/HCIS, PSI Records	1991 = 0			16	48	64			
TARGET No. 2.3 Improved family planning information and commodity delivery in private sector sites.	INDICATORS: 1. Increase in the number of family planning information and commodity delivery sites (total): - Traditional Outlets - Non-Traditional Outlets - Community-based outlets DATA SOURCES: 1 PSI Records	1991 = 0 1991 = 0 1991 = 0			65 100 -	130 200 -	200 300 320			

STRATEGIC OBJECTIVE No. 3

Improved quality and increased enrollment in rural primary schools.

A. Introduction

According to World Bank estimates in 1985 Guinea's adult illiteracy rate was about 83% for women and 72% for men. It is widely agreed that currently the general population illiteracy rate is about 80%, a fact which inhibits the country's ability to effectively take advantage of the opportunities presented to it in a market-based economy.

To alleviate this critical constraint on Guinea's economic development, USAID/Guinea in concert with the World Bank and the French Assistance Program (FAC) has embarked on a program of restructuring the country's primary education system. USAID is providing balance of payments support through non-project assistance to leverage policy reforms in the education sector and for technical expertise to effect administrative efficiency and effectiveness in the Ministry of National Education (MEN) both at the headquarter and in the Rural Development Communities (CRDs).

USAID/Guinea chose to contribute to the overall goal of improving the participation of all Guinean in the social and economic development of Guinea by supporting activities that increase the literacy of Guineans.

Strategic objective No. 3 directly addresses the macro level sub-goals through changes in primary school enrollments. While USAID's intervention is indirect, its balance of payments assistance to the GOG increases GOG resources available for the construction of "multi-grade" classes, teacher reassignments, and double sessions which will lead to an overall school enrollment increase.

The monitoring, evaluation and reporting system of the primary school program was reviewed and refined according to the reporting requirements at each level of program activity. The objective tree which follows illustrates the hierarchical relationship of the program. Table 4 contains the indicators, data sources, baseline data and projected performance targets by which USAID/Guinea will measure its performance and impact upon the lives of Guineans. The key data elements to be tracked regularly are summarized in Figure 4.

Figure 4. Strategic Objective No. 4 - Data Elements

Primary School Enrollment

- . National
 - Female
 - Male
- . Rural
 - Female
 - Male

Primary School Drop-out Rates:

- Female
- Male

Primary School Class Repetition Rate:

- Female
- Male

Average Test Scores on Standardized Tests:

- Female
- Male

Budget & Expenditures Reporting:

- . Number of Prefecture Submitting Accurate and Timely Financial Reports

GOG Non-Salary Operating Expenditures Funding:

- . per Primary School Pupil
- . per Primary School Administrative Staff

Procurement Procedures

B. Special Considerations

Although the strategic objective indicates improvement in the quality of rural primary school education, the indicators used to measure impact reflect only increases in primary school enrollment. There are several quality indicators including -- decrease in school drop-out rate; general improvements in test scores on standardized tests; and decrease in class repetition rates that the Mission can use. Effort should be made to track these indicators through the Ministry of National Education (MEN) records. Furthermore, the intervention to increase primary school female enrollment is not stated explicitly. If the strategy is implicit in the policy dialogue, attention should be given to monitoring female enrollment both in urban and rural primary schools.

C. USAID Inputs

USAID/Guinea hopes to achieve Strategic Objective No. 3 by providing balance of payments support through non-project assistance to leverage policy reforms in the education sector and for technical expertise to effect administrative efficiency and effectiveness in the Ministry of National Education (MEN) both at the headquarter and in the Rural Development Communities (CRDs). The amount of funds made available to the GOG is shown below.

1. Education Sector Reform Project (675-0223) - \$ 22.3 million: FY90 - 95
2. Education Sector Reform Support Project (675-0224) - \$ 3.6 million: FY90 - 95

USAID/GUINEA
MISSION PROGRAM OBJECTIVE TREE

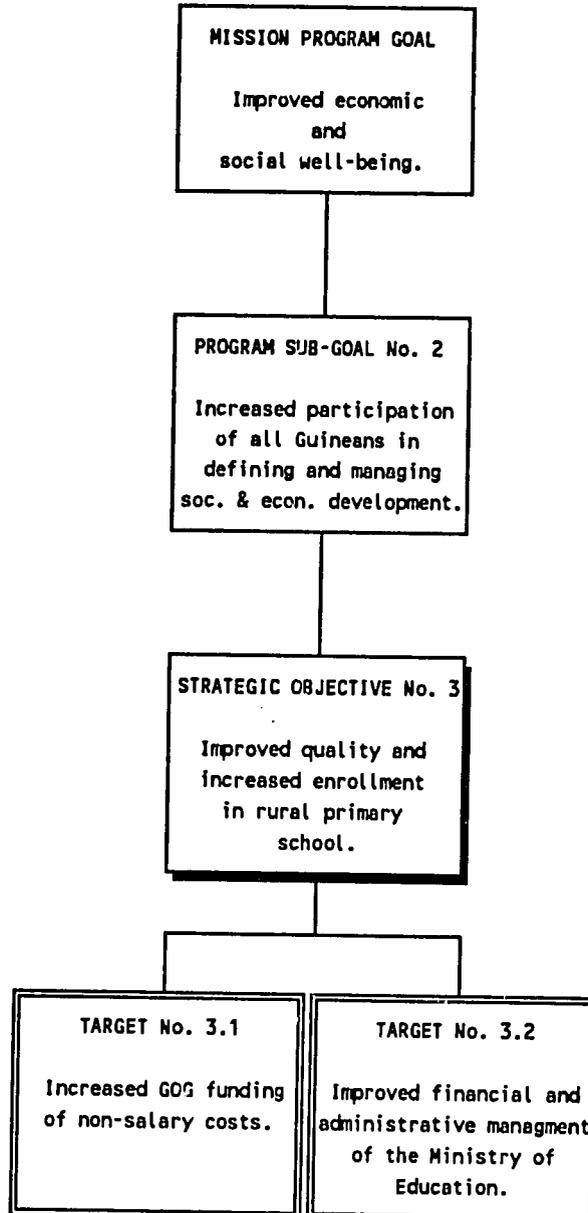


Table 4.
USAID/Guinea
Country Program Strategy
Strategic Objective No. 3

GOALS/OBJECTIVES/TARGETS	INDICATORS/SOURCES	BASELINE	ACTUAL 1990	ACTUAL 1991	PLANNED					CRITICAL ASSUMPTIONS
					1992	1993	1994	1995	1996	
STRATEGIC OBJECTIVE No. 3 Improved quality and increased enrollment in rural primary schools.	INDICATORS: 1. Increase in primary school enrollment: . National - Male - Female . Rural - Male - Female 2. Increase in number of prefectures submitting accurate and timely financial tracking reports of public education budget expenditures DATA SOURCES: ¹ Ministry of National Education (MEN), Department of Statistics and Planning ² Ministry of National Education (MEN)/Department of Administrative and Financial Affairs (DAAF)/Service of administration and Financial Affairs (SAAF)	1989 = 302809 209,618 93,191 1989 = 145,403 111,948 33,455 1989 = 0				3% ↑				

GOALS/OBJECTIVES/TARGETS	INDICATORS/SOURCES	BASELINE	ACTUAL 1990	ACTUAL 1991	PLANNED					CRITICAL ASSUMPTIONS	
					1992	1993	1994	1995	1996		
<p>TARGET No. 3.1</p> <p>Increased funding of non-salary costs by the GOG.</p>	<p>INDICATORS:</p> <p>1. Increase in GOG funded non-salary operating expenditures (in real terms) per primary school pupil (GF)</p> <p>2. Increase in GOG funded non-salary operating expenditures per primary school administrative staff (GF)</p> <p>DATA SOURCES:</p> <p>^{1,2} Ministry of National Education - Dept. of Administration and Financial Affairs</p>	<p>1989 = 160</p> <p>1989 = 160000</p>				2800	210000				
<p>TARGET No. 3.2</p> <p>Improved financial and administrative management of Ministry of Education.</p>	<p>INDICATORS:</p> <p>1. Improved reporting system on local primary school expenditures which follows estimated budget line items through to actual expenditures established and implemented.</p> <p>2. Improved procurement procedure established and implemented</p> <p>DATA SOURCES:</p> <p>^{1,2} Ministry of National Education - Dept. of Administration and Financial Affairs</p>	<p>1989 = None</p> <p>1989 = None</p>			Yes						

Chapter III. NEXT STEPS IN IMPLEMENTING M&E SYSTEM

A. Further Development of Performance Monitoring

First, USAID/Guinea should review the present report and make any final revisions to program goal, sub-goals, strategic objectives and targets, as it sees fit. Next, it should review and select the appropriate performance indicators for each of the program goal, sub-goals, strategic objectives, and targets.

After confirming the conceptualization and structure of the objective tree, the Mission should begin the implementation process in earnest. The following steps are suggested to guide the implementation strategy:

- Review and discuss the selected Strategic Objectives and their associated Performance indicators with appropriate government agencies, NGOs, PVOs and other cooperating agencies and contractors to ensure acceptability of targets and indicators and feasibility of reporting schedules.
- Identify data sources. In some cases, individual USAID projects will generate the necessary data; in other cases, national data may suffice. But for some indicators obtaining data will require additional work. If the data collection effort is very expensive, consideration should be given to alternative indicators. Once the cost of data collection has been determined, begin preparation for those indicators that require special studies.
- Begin establishing baseline data for each indicator. If no baseline exists, the first measurement of the indicator would constitute the baseline. If the indicator does not lend itself to measurement in some form on a regular basis, then the indicator should be eliminated.
- Establish quantified levels to be achieved annually (targets) for each strategic objective performance indicators as this will serve as a guide to monitoring performance over the life of the CPSP.
- The data sets that each technical office will need to develop and maintain in order to report on the selected performance indicators need to be identified clearly by office and by strategic objective and target.
- The methodology and process for aggregating data upward from project and program sub-target to the strategic objectives should be defined and established. The collection, analysis and organization of the data needed for internal management and external reporting should be identified and reporting formats, including sample tables, should be designed in advance to facilitate data presentation for ongoing management review and preparation of reports for AID/W.

The methodology and process for gathering data on program and project outputs should, where applicable, identify gender-specific indicators. Gender-specific data should be updated periodically and should be part of the Mission's report.

USAID has various options available for carrying out the above tasks. Requisite Washington staff, one of whom helped to undertake this assignment, may be able to provide further assistance. Or USAID could employ a contractor to carry out the activities with, of course, the active participation of USAID itself. Or USAID could use its own staff and the services of contractors presently employed on various projects.

B. Assignment of Responsibilities

At present, specific individuals have monitoring and reporting responsibilities for individual projects and non-project activities. It is suggested that USAID adopt (with revisions it deems appropriate) the strategic objectives and their supporting program targets as its principal vehicle for monitoring and reporting on its overall program.

At the program target level, monitoring tasks may be delegated to some extent to contractors, and cooperating agencies but project managers should be responsible for ensuring that it is done.

The development of a comprehensive data monitoring plan tied to reporting and decision making needs would appear to be an early priority. The mission may decide that additional human resources are needed to operate the system.

REVIEW OF DRAFT OBJECTIVE TREES

The first step will be for you to get together in the groups which produced the draft portions of the Mission objective tree to review them and provide suggestions, modifications and draft indicators for measuring progress in achieving objectives. Specifically, you are requested to look at the objective tree segments to see IF THEY COVER THE NECESSARY AND SUFFICIENT ELEMENTS AS COMPLETELY AS POSSIBLE. Perfection is not expected nor attainable and any element which is left out will probably be discovered as the Mission develops its Country Program Strategic Plan. But please give one more look for completeness.

The second step is to look at the objective trees to begin determining the degree of manageable interest or managerial responsibility which the Mission is willing to accept. This decision leads directly to the identification of the Program Logical Framework and its Strategic Objectives, Targets, and Goal. There are a number of criteria which you should begin to use as you look at manageable interest. These include:

- What will be the FOCUS which limits strategic elements to those few where AID can make a real difference and how will the Mission CONCENTRATE its limited to produce RESULTS with those foci? Here you will apply the Development Fund for Africa's guiding principles to delimit the critical objectives from the vast array of possible or desirable objectives which exist for Guinean development.
- What would be reasonable indicators of progress in achieving the objectives so that Mission can REPORT on its RESULTS? Can they be stated so as to show the amount or degree of change anticipated, the quality or characteristic which should change, and the time period within which the change can be expected to occur? Can they be related to impact on Guineans' lives? Can this impact be disaggregated by gender? If the indicator cannot be logically related to impact on peoples' lives, please don't be overly concerned as the nature of many objectives will not allow indicators to be related to that kind of impact. For each indicator, can you identify a source for data to which AID can reasonably expect to have access? Please try to state that source.
- Is the objective likely to be recognized by Guineans in the public or private sector as understandable and important? Please apply a reality test and think about how the concept of the objective will be seen and interpreted by Guineans.

- Is there a mix of objectives which will be able to produce demonstrable results and include a balance between those which are likely to occur in the short, medium, and long term, cover policy changes, institutional development and tangible economic and social impact, and build on U.S. experience or comparative advantage?
- Are other donors, the GOG, PVOs or NGOs, the Guinean private sector or anybody else committed to achieving the objective? Will the objective or necessary element occur by itself?
- Do the objectives take into account the most important cross-cutting themes for the Mission's program such as accountability, diversification, participation, and any others you feel are key to the development strategy which should be pursued in Guinea?
- Are the requirements for financial, physical, and human resources which must be put in place to achieve the objective going to be within the possibilities of AID? Related to that, how complex will the management of the efforts to put those resources in place be for the Mission?

Those are most of the principal objectives which we need to apply to find the objectives which are in the manageable interest of USAID/Guinea. Do the best job you can, but don't be overly concerned if they get beyond you for the moment.

cc:

D: WKaschak
DD: AReed
PPD:CChabott
PPD:AYeboah
PPD:KDiallo
PPD:MKandey
EHR:SGrant
EHR:MDiallo
EHR:HDiallo
EHR:SDiallo
EHR:MBlake
RD:IQazi
RD:ICamara
PPD:DMadvin
PPD:RMovich
PSI:ABrown
PPD/Cornell:CDelNino
EHR/CCCD:SMcKeon
CONT:CLewis
CONT:BKeita
EXO:HBrown

To: William Kaschak, Director

From: David Hess, AFR/DP/PPE

Subject: Wrap-up of TDY: November 26 - December 14, 1990

This memo quickly wraps up the results of the subject TDY. It has been an action-packed assignment and you and the Mission staff are to be commended for a job very well done.

1. On the Program Logframe:

Each office should review the objective tree work, make any final corrections which I missed from the 12/12 seminar, and identify at least two indicators for each important objective with a data source if possible.

Each office should begin to identify what objectives are being worked on by other donors, the GOG, PVO's/NGO's, and Guinean private institutions and actors - find out what exactly is being done and if the efforts have indicators of progress which have been or are being measured and analyzed

I will attach a draft memo for you to send to all the Mission strategy managers instructing them to do the above as soon as possible. I will also attach a handwritten list of goal and subgoal country trend indicators which Janet Tuthill prepared before she left. I haven't gotten them typed up - sorry.

2. On CPSP preparation

I think you have a good start on this process and, to the maximum extent possible, the progress and momentum gained during the program planning work to date should be maintained. Specifically, I wanted to make the following comments:

- The objective trees lay the foundation for constraint identification, problem solving, program objective discussion - they will be available in printouts in the conference room and can be found on the hard disks of computers in HRD, PPD (near the window) and the Director. I am leaving the manual for the software called ORGPLUS with HRD. It is very easy software to use. When I return we can work on how to make usable versions for inclusion in the CPSP itself.
- You expressed concern about where the beneficiaries are discussed in the CPSP and where they appear in the objective trees. Ah- there's the rub. Your challenge and you have to accept it is to keep that question

people level impact. I think we have begun to include identification of benefits and beneficiaries in all of the program planning work. The writing of the CPSP will have to cover this question and I'm sure it will.

- Prioritization is built into the objective trees and is one of the key elements in choosing the top level of strategic objectives - the highest level of Mission manageable interest.
- Building a policy matrix is an excellent idea. The policy areas identified in the objective tree work should cover most if not all of what should constitute the matrix.

Please send me whatever documents or other work as you move along on the CPSP. I will have more than casual interest in how it evolves.

3. Social and Institutional Profile

I have given you, Allan and Colette the beginning of the scope of work for the SIP. The part I have done provides the framework for the exercise. It is located on the hard disk of the computer by the window in the third floor xerox room and is called SIPSOW in Wang WP. Pulling out scopes of work for each consultant should follow from their role as identified under role and qualifications. I am giving you and Allan a complete package of bio-data sheets and 2 out of 3 CV's (I don't have Sheldon Gellar's - I'll vouch for his qualifications and experience and will ask him to send one). Bio-data sheets, of course, should help with the budgeting as they indicate daily rates. As we have discussed, these three gentlemen have reserved time and would appreciate negotiating their contracts ASAP. Gellar can spend up to four weeks here - all of February is what he has reserved - with a week preparation time in Jerusalem. Roberts and Hourahan are set for up to six weeks from early February to mid-March. I will call them all next week to say that the Mission is determining its budget availability and that by the first week in January they should hear from the Mission. Please let me know how to support this effort from Washington - and I'll be in touch.

4. My Pending Arrival

You all have done very well by me and I appreciate your enthusiastic way paving to date. The house needs some more work but it looks like it's going to be good and a separate memo lays out all the specific steps for that. I'll deal with Personnel on the steps for finalizing the assignment paperwork - language and medical clearances mainly. I'll await your cable about how you are going to handle language. I will also call prior to your departure for the Mission Director's Conference about the negotiation of my release date.

To: USAID/Guinea Strategy Managers

From: WgKaschak

Subject: Program Logical Framework and CPSP Preparation: Next Steps

Whew! The AID/W invaders are finally gone. We seem to have them completely convinced that we know what we are doing. Seriously, I am very pleased at how far we have gotten in building our strategy and want to congratulate all of you. It's no exaggeration that you have all become managers of our strategy.

Now we need to keep up the good work and momentum. By December 21, please provide me the following:

1. Final objective trees for your area with our strategic objectives identified. As of our 12/12 seminar, they were:
 - Improve Guinean Human Resource Base to Create and TAKE advantage of opportunities for sustainable economic growth.
 - Increase Contraceptive Prevalence
 - Enhance Men and Women's access to domestic and export agricultural markets

This last objective may be modified but we will see as we review the results of our agricultural and natural resources management support we have just received.

Please review these and other key parts of the objective trees. Please provide at least two indicators for each objective ("box") at the Goal, sub-goal, strategic objective, and target levels. Please indicate, if you can, the sources for data for each indicator.

2. For all key objectives, at the levels just mentioned, please begin to find out how the objective will be achieved. if AID is not doing that. In other words, we need to find out if other donor organizations, the GOG, PVO's/NGO's, or private organizations or actors are going to achieve objectives. We should also find out if their are indicators set and measurement being done to know if the objectives will be achieved. We should also find out if there exist any evaluations of attempts to achieve those objectives.

Again, congratulations - we have gotten a great start and will keep on improving.

File Name

ON VIVIAN'S COMPUTER HARD DISK - TDYWRAPD - WANG IWP

ANNEX 2

Memo to: Bill Kaschak, Mission Director
From: Deborah Prindle, AFR/CCWA
Subject: Impact Indicators for CPSP Strategic Objectives -
Geographic Parameters for the Design of a Monitoring
System
Date: December 5, 1991

Institutionalization of Impact Monitoring - Strengthening of Local Institutions

During the CPSP review, it was agreed that all strategic objectives would be implemented in such a way as to strengthen local institutions. For the design of an impact monitoring system, this has several implications.

First, even when commissioning its own special surveys, USAID should respect the geographic boundaries defined by the GOG for administrative data collection and reporting, to ensure that data will be comparable over time. This includes the 4 regions (which correspond, for the most part, to climatic/ecological zone boundaries):

Guinea Maritime and Guinea Forestiere (low-lying humid tropical zones with similar agricultural production possibilities, though at opposite ends of the country geographically, and thus subject to very different constraints on the dimension of access to transport).

Moyenne Guinea (a cooler highland area with lower rainfall, and very different agricultural production possibilities, e.g. potatoes).

Haute Guinea (an arid savannah area with inherently different agricultural production potential, e.g. groundnuts).

The ecological and climatic differences between these four regions determine the patterns of domestic exchange and export to surrounding countries, including: types of commodities, directions of flows, locations of important markets.

Impact monitoring for Strategic Objective No. 1 should include at least one key market in each of these zones. Further, if this strategic objective remains commodity-focussed, the list of commodities to be monitored in these markets should include at least two commodities specific to each zone's ecological production constraints which appear to have domestic and/or export market potential.

Second, each of these four regions is divided by the GOG into the administrative sub-units known as prefectures. A.I.D.'s use of the prefecture as the geographic unit for more fine-grained data

to concentrate on the monitoring of the two prefectures per region that have the highest density of A.I.D. investments on multiple dimensions.

Based on the matrix, this would imply a focus on monitoring in Boke and Forecariah in the Guinea Maritime region. Both regions will have some roads upgraded by A.I.D., though almost twice as many kilometers in Boke as in Forecariah. The prefectures can be contrasted on a number of other dimensions. In Boke, A.I.D.'s Rural Enterprise Project will be providing small business training and credit, and baseline surveys and monitoring are being funded by both the Rural Enterprise and the Agricultural Infrastructure Projects. In contrast, these interventions are not available in Forecariah prefecture, however, AFRICARE will be monitoring eight key commodities (prices and volumes marketed) on a monthly basis, to assess the impact of investments in farm-to-market roads in that prefecture.

In Guinea Forestiere, it will be more difficult to decide which two prefectures to monitor. Beyla will receive the greatest concentration of A.I.D. investment, because it is the highest priority (rank #1) for A.I.D.'s Rural Roads project. Also, Beyla prefecture includes the Sinko market which is important in Guinea's relatively stable regional trade with the Ivory Coast. However, Beyla is more like sites in the Moyenne Guinea zone, in terms of its agricultural production potential, hence its climate and ecology is not typical of the Guinea Forestiere region. Thus, A.I.D. impact monitoring might be better directed towards Nzerekore and either Kissidougou or Gueckedou prefectures. The strongest case can probably be made for Nzerekore, of these three prefectures, though it only ranks #14 in terms of Rural Roads Project investments, because a MAPS baseline survey will be undertaken there, and it is also the prefecture most likely to be chosen as a focus for initial family planning investments. The choice between Kissidougou and Gueckedou prefectures would depend on the design of the new Agricultural Marketing Project. At present, Kissidougou appears to be the preferred site for impact monitoring, because it ranks #3 in A.I.D. Rural Roads Project investments, however, no other activities or baseline surveys are being undertaken there. On the other hand, Gueckedou has been identified by Noelle Terpend's survey as an important market for regional trade with Sierra Leone and Liberia, though no A.I.D. investments are currently planned for that prefecture. If the new Agricultural Marketing Project will be investing in that prefecture, despite the political instability of trading partners served by the Gueckedou market, this would lend support to the choice of the latter as the second prefecture for regional impact monitoring.

In Moyenne Guinea, Mamou would clearly be the most important prefecture to monitor, because of its high concentration of A.I.D. investments. First, this prefecture is #2 in priority for the Rural Roads Project. In addition, the Mamou market has been identified in Noelle Terpend's survey as important in regional

trade with Siera Leone. Third, a MAPS survey is planned for Mamou, and the town is also a focus for A.I.D.'s Rural Enterprise Project, together likely to provide the Mission's most comprehensive set of baseline data on a prefecture's entrepreneurial base.¹ Again, it is difficult to choose the second most important prefecture to monitor in this region. On the one hand, a case could be made for monitoring either Lelouma or Tougue, since both of these prefectures will have NRMS activities that will attempt to introduce more sustainable natural resource utilization in agricultural production. Though all NRMS activities are located in prefectures in which no other A.I.D. investments are located or planned, at least one of these prefectures should probably be monitored, to assess the impact of this portfolio element on achievement of Strategic Objective #1. An additional consideration would be affected by the design of the new Agricultural Marketing Project, especially a decision on whether to monitor impact on Pita prefecture, which houses the Timbi Madina market which has been identified in the Terpend report as important in regional trade with Senegal. At present, however, there are no A.I.D. investments in or planned for Pita. In addition, the Labe prefecture may also be important as a future potential site for activities under the new Agricultural Marketing Project, though no plans have been made for this so far. Labe city is an important center for wholesaling and warehousing that is part of the regional trade with Senegal, according to Noelle Terpend, though the market for actual exchanges is located in the Pita prefecture (the Timbi Madina market). A MAPS survey is planned for Labe which could provide a baseline for a decision on the geographic focus of future Agricultural Marketing Project activities.

In Haute Guinea, it is even more difficult to identify the two prefectures that will have the highest concentrations of A.I.D. investments. If KanKan is chosen as the third site for Rural Enterprise project activities, it might be one of the higher priority prefectures to monitor, since a MAPS survey is also planned for that prefecture. The choice of the second most important prefecture for the monitoring system will depend on decisions made during the design of the Agricultural Marketing Project. The Kouroussa prefecture includes the Kaboukaria market which has been identified by the Terpend survey as important in intra-zonal trade within Guinea (especially exchange of arid area products like groundnuts from Haute Guinea for humid tropical products from Guinea Forestiere). However, no activities are currently planned as A.I.D. investments in this prefecture, unless some are included in the new Agricultural Marketing

¹ It is worth noting, however, that Mamou's unique situation, in terms of access to Conakry in only 4 hours by all-weather asphalted road, will impose some unique opportunities as well as constraints on its business development potential. The wholesaling sector, in particular, may decline in Mamou, as it did in Kikwit, Zaire, when Kikwit was linked to the national capital of Kinshasa by all-weather road, dramatically reducing travel time to only 8 hours between the two cities. Suddenly, regional entrepreneurs had little incentive to pay the high mark-ups required to make Kikwit wholesalers willing to hold wholesale inventories for the requisite long periods of time; the costs of onward travel to buy directly from Kinshasa wholesalers were lower than these margins, and Kikwit wholesalers became increasingly bypassed.

Project. As an alternative choice for the second prefecture, in terms of current A.I.D. investments, Faranah would be the best choice, as it will receive the highest concentration of A.I.D. Rural Roads Project investments in the Haute Guinea region.

Conclusions on the Geographic Spread of Activities

The attached matrix only includes prefectures in which A.I.D. is currently (or is considering whether to be) active. This includes 27 of the 34 prefectures in Guinea (if Conakry is considered to be one prefecture²). It is apparent from the matrix, however, that there are relatively few prefectures in which A.I.D. has developed a "layer cake" of interventions (e.g. roads, as well as small business services, for example). For the most part, prefectures are receiving only one type of A.I.D. intervention. The NRMS activities are particularly geographically isolated from other activities. Furthermore, two of the five prefectures with important markets for regional trade are located in prefectures which house no present or planned A.I.D. investments. Thus, if design of the new Agricultural Marketing Project will involve expansion into these two new prefectures with A.I.D. investments, the portfolio will become even more thinly spread geographically. It is also a major concern that all rural roads investment resources have already been allocated to other prefectures; the Mission may wish to consider an amendment or supplement to its Rural Roads Project to address any deficiencies in the road network that feeds these two markets.

Use of the Terms "Rural" versus "Urban" in the Impact Monitoring Plan

In discussions with the Mission during this TDY, it has become clear that there is some confusion in the use of the term "rural" in Mission statements of objectives, targets, and impact indicators. The Mission's basic modus operandi for interventions designed to improve rural regional economic conditions involves investment in decentralized secondary cities and market towns. The Rural Enterprise and the new Agricultural Marketing Projects' interventions, as well as the MAPS surveys, are actually inventorying and upgrading the entrepreneurial and supportive functions (e.g. credit provision) in these decentralized urban places as a way of servicing the needs of their rural hinterlands. These projects are not planning to work directly in rural areas, as the use of the term "rural" in Mission documentation implies.

The approach of investing in decentralized secondary cities and market towns is appropriate, and there is a substantial body of development literature and practice in support of this

²The Mission will need to verify this. In the past, Conakry was divided into three prefectures. Some people within the Mission believe that it has now been unified into one prefecture, but there is some uncertainty over this.

economically efficient investment and training strategy. For example, my own work in 1983-1984 in Zaire and Mali inventoried the urban functions to rural regional development that are provided by the secondary cities of Kikwit, Zaire, and Kayes, Mali, under contracts to RHUDO/WA and USAID/Zaire. The SARSA Cooperative Agreement for the Urban Functions in Rural Development Project (centrally-funded, managed by S&T/RRD, with participation from IDA/Binghamton and Clark University, MA) has generated a widespread set of studies, project plans, and evaluations for cities and towns in Cameroon, Somalia, Latin America, and Asia along these same lines. I recommend that the Mission's wording of its strategic objectives, targets, and impact indicators more clearly reflect this approach, rather than implying that only truly village level investments and activities are planned. I would also recommend that the Mission order copies of some of the documents that I have cited above, that explain this approach, as input into design of the new Agricultural Marketing Project.

For example, work by Terpend in Guinea already indicates that regional entrepreneurs have chosen to locate themselves in towns that are centrally located within a circuit of periodic markets that they can reach on consecutive days (e.g. a network in Macenta prefecture in Guinea Forestiere that may also be linked with periodic markets in the adjoining Kissiakougou prefecture). Marketing in the Kayes region of Mali is also organized in this way, through a network of outlying "relay villages" that are a day's travel from Kayes city in all major directions. When the network of entrepreneurial bases and circuits is identified and understood in a region, it is often sufficient to base credit, training, and improved production and transformation technology demonstrations in the town that the entrepreneurs use as their base. Through investments in that town, the innovations and new resources can be accessed by the entire network of more outlying towns and periodic rural markets.

Region &
 Prefecture Roads Phase Rank Major Mkt. Baseline Surveys & Prj. Activities
 I II III in # MAPS AFRICARE NRMS R.E. A.I.
 km.

Guinea Maritims:

Region	MAPS	AFRICARE	NRMS	R.E.	A.I.
Conakry			Madina ³	Yes	
Coyah	X		X	16	
Boke	X	X	X	13 ⁶	Yes Yes
Boffa				17 ⁶	Yes
Dubreka	X	X		13	Yes
Telimele	X	X	X	5	
Forecariah				15 ⁵	Yes Yes
Kindia					Yes Yes

³The Conakry market is only important in provisioning the capital itself.

⁶In addition to investments made under the Rural Roads Project, 104 kilometers of the Boke-Boffa Road will be upgraded under the Agricultural Infrastructure Project. Thus, Boke's rank in total km of roads to be upgraded should actually be higher (equivalent to rank #13), since about 26 additional kilometers will be upgraded under A.I.D.'s Agricultural Infrastructure Project. Boffa is not included in the Rural Roads Project, but it will receive the bulk of A.I.D.'s investment in the upgrading of the Boffa-Boke road under the Agricultural Infrastructure Project (78 kilometers, equivalent to rank # 17).

⁵Forecariah is not included in the Rural Roads Project. However, AFRICARE will fund the upgrading of 102 km of farm-to-market roads under a separate project; this would translate to rank # 15 in total kilometers to be upgraded under any of the A.I.D. roads projects.

Region & Prefecture Roads Phase Rank Major Mkt. Baseline Surveys & Prj. Activities
 I II III in # km. MAPS AFRICARE NRMS R.E. A.I.

Guinea Forestiere

Mzerekore	X	X	X	14	Yes
Lola	X	X	X	8	
Macenta	X	X	X	10	
Kissidougou	X	X	X	3	
Beyla ⁶	X	X	X	1	Sinko ⁷
Gueckedou					Gueckedou ⁸ Yes

⁶ More typical of Moyenne Guinea, in terms of ecology and thus agricultural production potential.

⁷ Sinko market is important in regional trade with the Ivory Coast.

⁸ Gueckedou market is important in regional trade with Liberia and Sierra Leone.

SP

Region &
 Prefecture Roads Phase Rank Major Mkt. Baseline Surveys & Prj. Activities
 I II III in # MAPS AFRICARE NRMS R.E. A.I.
 km.

.....

Moyenne Guinea

.....

Gaoual	X	X		4			
Pita	X	X		6	Timbi Madina ⁹		
Koundara	X	X	X	12			
Lelouma						Yes	
Tougue						Yes	
Mamou	X	X	X	2	Mamou ¹⁰	Yes	Yes
Labe ¹¹						Yes	

⁹The Timbi Madina market is important in the regional trade between Guinea and Senegal.

¹⁰Mamou market is important in regional trade with Sierra Leone.

¹¹Labe is an important center for wholesaling and warehousing involved in trade with Senegal, according to Terpend, but it is not the site for major market exchanges (and probably is the major base for regional large scale entrepreneurs). Those exchanges appear to take place in the Timbi Madina market in another prefecture. The planned MAPS survey should be designed to provide more information on the urban functions of Labe versus those of smaller market towns and periodic rural markets.

Region & Prefecture Roads Phase Rank Major Mkt. Baseline Surveys & Prj. Activities
 I II III in # MAPS AFRICARE NRMS R.E. A.I.
 km.

Haute Guinea

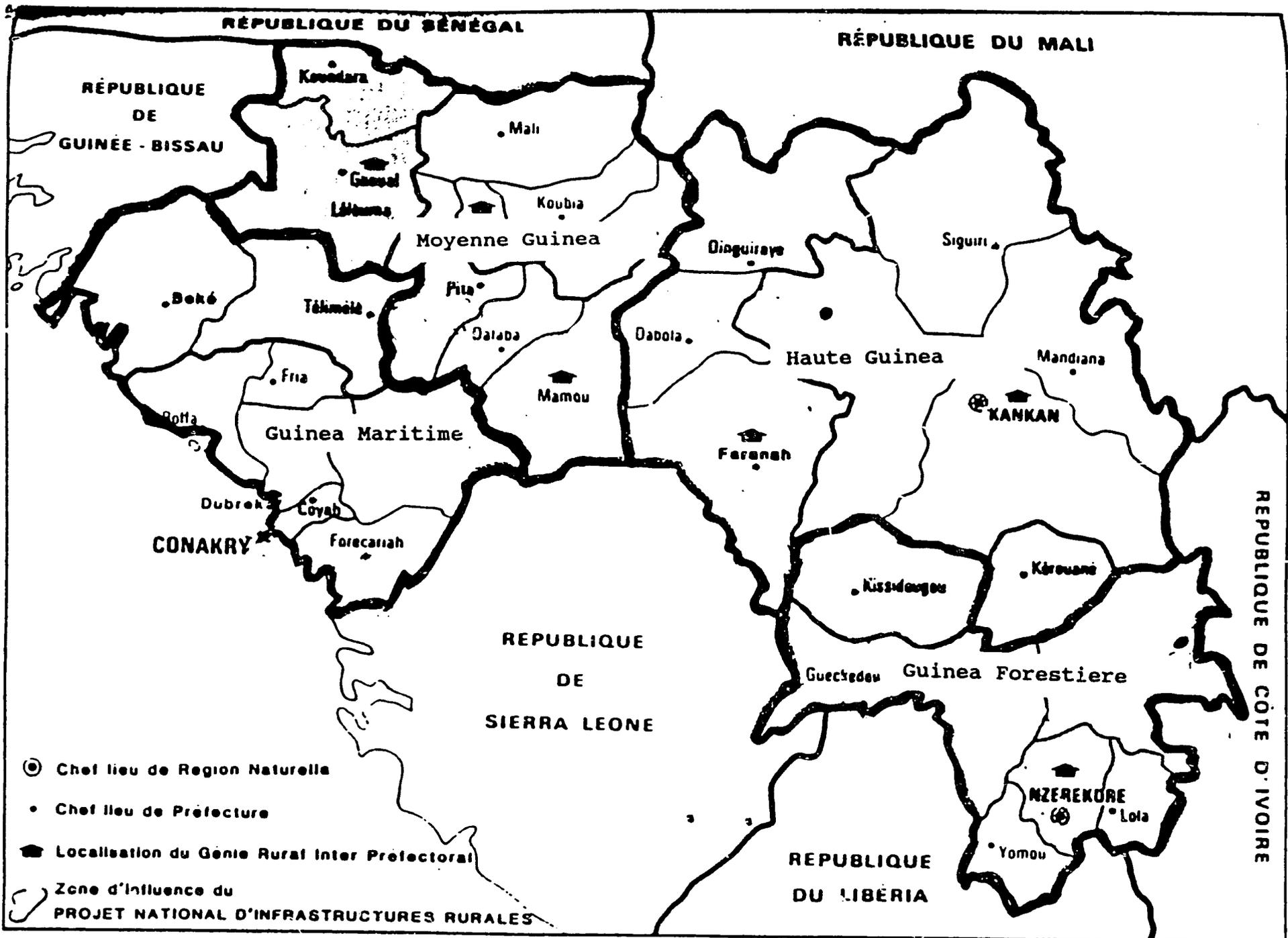
Dinguiraye	X	X	X	11			
Faranah	X	X	X	7			
Kerouane	X	X		9			
KanKan					Yes		7 ¹²
Siguiri					Yes		
Kouroussa						Kaboukaria ¹³	

Key: A.I.: Agricultural Infrastructure Project Baseline Survey
 R.E.: Rural Enterprise Baseline Survey & Project Activities
 MAPS: Towns where baseline surveys will be undertaken
 AFRICARE: Rural roads being upgraded plus baseline survey
 NRMS: Baseline surveys and project activities
 Major Mkt.: Important agricultural market town, per survey by Noelle Terpend
 Rank in # km.: This refers to rank in total number of kilometers of road to be upgraded per prefecture under the Rural Roads Project (by the end of its third phase), the AFRICARE Project, and the Agricultural Infrastructure Project.
 For example, No. 1 is the prefecture with the highest number of km to be upgraded through A.I.D. funding.

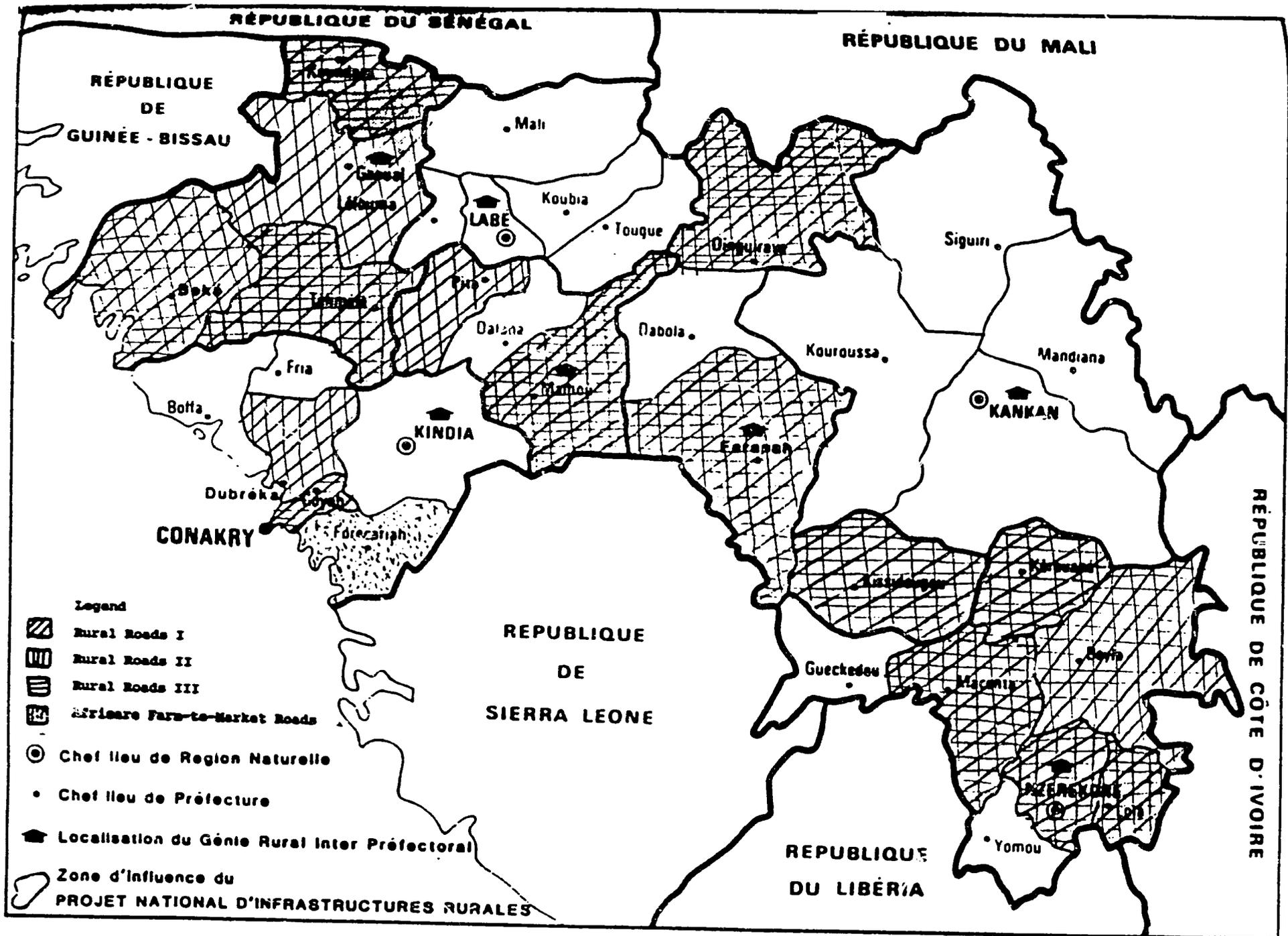
¹²KanKan is a candidate for the third site for Rural Enterprise Project Activities, but a decision is still pending on this.

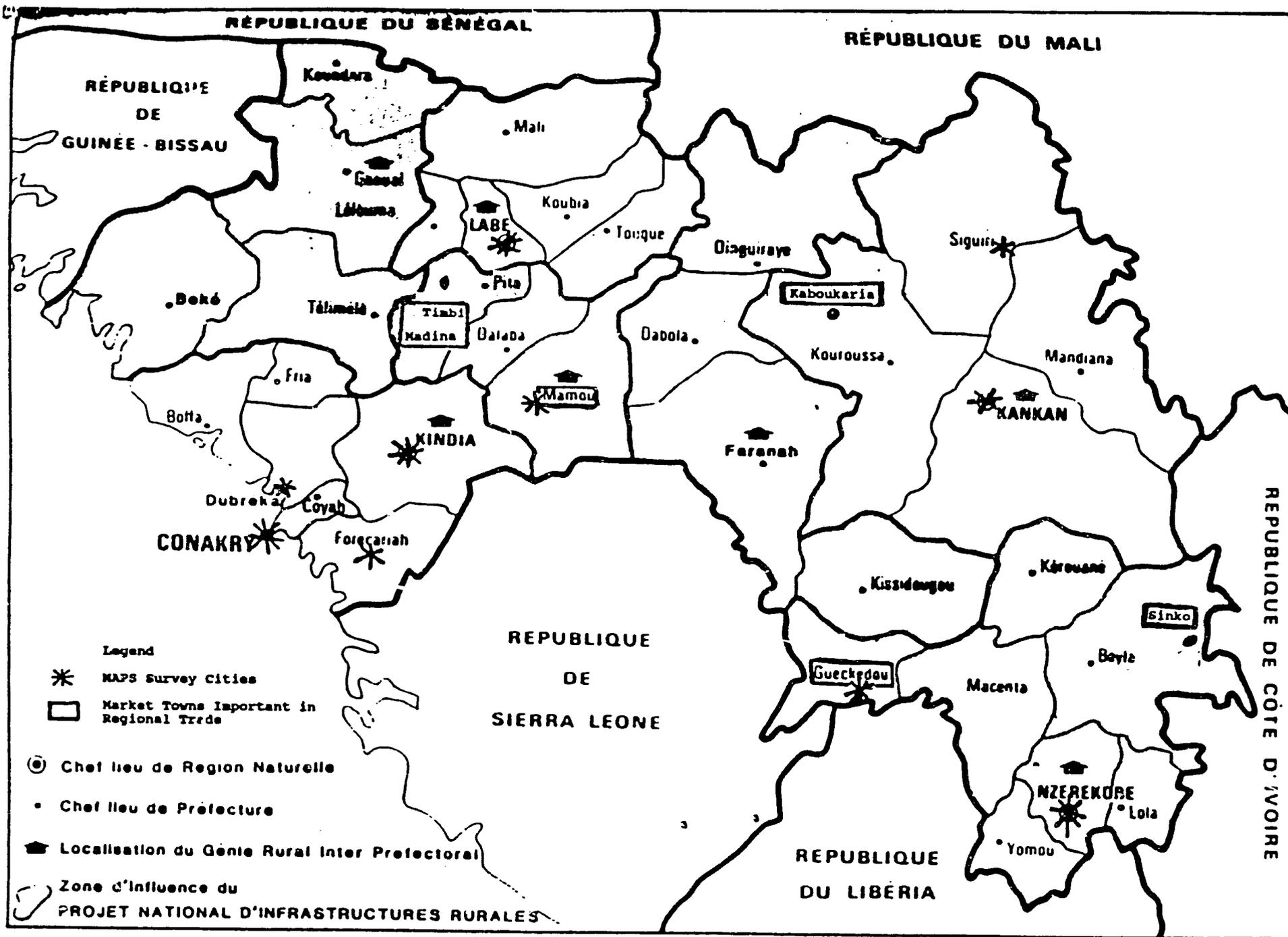
¹³Kaboukaria market is important in intra-Guinea trade between Haute Guinea (arid area peanut production) and Guinea Forestiere (tropical fruit production).

6

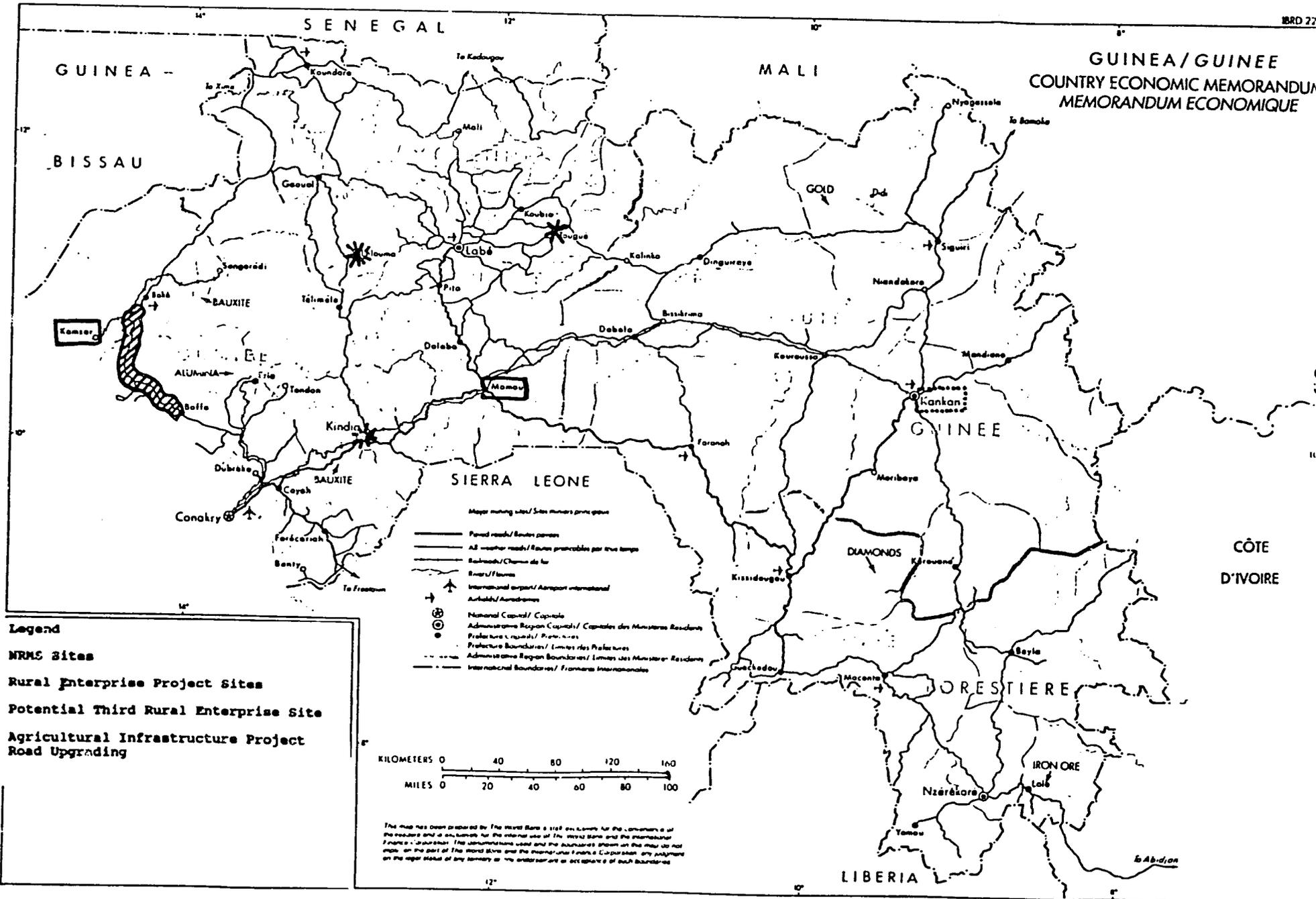


5



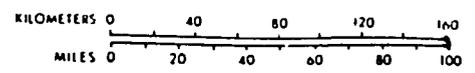


GUINEA/GUINEE COUNTRY ECONOMIC MEMORANDUM MEMORANDUM ECONOMIQUE



- Legend**
- * NRMS Sites
 - Rural Enterprise Project Sites
 - ⊙ Potential Third Rural Enterprise Site
 - ▨ Agricultural Infrastructure Project Road Upgrading

- Major mining sites/Sites miniers principaux*
- Paved roads/Routes pavées
 - All-weather roads/Routes praticables par tous temps
 - Railroads/Chemins de fer
 - Rivers/Flumes
 - ✈ International airport/Aéroport international
 - ✈ Airfield/Aérodrome
 - ⊙ National Capital/Capitale
 - ⊙ Administrative Region Capital/Capitales des Régions Résidentes
 - ⊙ Prefecture capitals/Préfectures
 - Prefecture Boundaries/Limites des Préfectures
 - Administrative Region Boundaries/Limites des Régions Résidentes
 - International Boundaries/Frontières Internationales



The map has been prepared by The World Bank in 1968 on behalf of the Government of the Republic and is available for the internal use of the World Bank and the International Finance Corporation. The information used and the boundaries shown on this map do not imply on the part of The World Bank and the International Finance Corporation any judgment on the legal status of any territory or the endorsement or acceptance of such boundaries.

Annex 3. Policy Reform Matrix

Reform/Legislation Passed	Publication/ Source	Date Passed	Date Implemented	Implementing Agency

55

ANNEX 4: A FRAMEWORK FOR ASSESSING INSTITUTIONAL DEVELOPMENT

The Mission has stated that institutional strengthening is a primary objective in its interventions across all sectors. In light of USAID's emphasis on institutional strengthening it might be useful for the Mission to devise guidelines (a Mission approach) to its interventions in this regard. The following questions are among those which would need to be addressed:

What is the Mission's definition of institutionally strengthening? How does this differ between private and public institutions?

What percentage of recurrent costs should be covered from fee-for service revenues, and at what point does USAID believe it can withdraw financial support and be assured the institution has a reasonable chance of continuing to exist and offer a similar level and quality of services?

What are the Mission's primary analysis factors in determining interventions to increase the viability (sustainability) of an institution?

How does the Mission assess and rate the need for increased administrative skills, policies (e.g. procurement, personnel), diversification of funding sources?

The following tables are examples of matrices that could be useful in assisting Mission management to assess its overall institutional strengthening progress and tactics.

A FRAMEWORK FOR ASSESSING INSTITUTIONAL DEVELOPMENT

Institution: (Name)	1991	1992	1993	1994	1995
Annual Budget:	\$				
Amount (and percent) of Annual Budget Supplied by USAID	\$ (%)				
Amount (and percent) of Annual Budget Recovered through Revenue Generation	\$ (%)				
Major Revenue Generation Activities: 1. 2. 3.					
a) Amount and b) Percentage of Annual Budget Provided by Each of the Above Activities: 1a. 1b. 2a. 2b. 3a. 3b.					

Institution: (Name)	1991	1992	1993	1994	1995
a) Other donors and b) Amount/Percentage of Funding Supplied by Other Major Donors: 1a. 1b. 2a. 2b. 3a. 3b.					
No. of Staff					
Per Capita Amount of Annual Expenditures (total operating budget/number of staff)					
Rating for quality of Procurement systems:					
Are personnel policies in place and adequate?/Strategic Plans?					

USAID CONTRIBUTIONS TO SUPPORTED INSTITUTIONS

YEAR: 1991

INSTITUTION	TOTAL OPERATING BUDGET (ANNUAL)	ANNUAL USAID CONTRIBUTION	PERCENTAGE OF OPERATIONS BUDGET SUPPLIED BY USAID
1.			
2.			
3.			
4.			
5.			
6.			
7.			
8.			
9.			
10.			
11.			
12.			
13.			
14.			
15.			
16.			
17.			
18.			
19.			
20.			

-59